

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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TO: Commissioners and Alternates

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SUBJECT: Commission Staff Participation in Golden Guardian 2013 Exercise
(For Commission information only)

Staff Report

The annual California Golden Guardian exercise focused on the Bay Area this year. On May 15, representatives of Federal Emergency Management Agency (FEMA) and its state counterpart, the California Emergency Management Agency (CalEMA), worked together at the state command center in Rancho Cordova to practice responding to a regional emergency, while the Bay Area counties drilled at their respective Emergency Operations Centers (EOCs). The exercise scenario was based on a 7.9 magnitude earthquake followed by a series of aftershocks on the San Andreas Fault six miles west of the Golden Gate Bridge.

Background. CalEMA supports local governments by coordinating all state agencies' responses to major disasters. CalEMA is responsible for ensuring the state is prepared to respond to and recover from all hazards, including natural disasters, and for assisting local governments with their emergency preparedness, response, recovery and hazard mitigation efforts.

Initiated in 2004, Golden Guardian is California's annual statewide exercise program designed to test and assess emergency operations plans and procedures for catastrophic incidents at the local, regional, and state levels. CalEMA is the lead planning organization for the exercise, and counties and other local entities plan and test their response capabilities based on the state's scenario and improve coordination between FEMA and the state.

Last year's Golden Guardian exercise was designed around an earthquake in Southern California; the 2011 exercise was based on a major inland flood. Next year's exercise will be held in the northern part of the state and will test response to an earthquake and tsunami in that region. A cyber attack on state government is proposed for the 2017 exercise.

Local participation focused on the needs of the different EOCs and others to test portions of their individual emergency response plans and practices. Prior to the exercise, participating agencies developed simulated events ("injects") that added detailed impacts for their jurisdiction to the regional scenario. For example, San Francisco designed its exercise to assess its ability to coordinate care and shelter for displaced residents.

BCDC Staff Participation. BCDC staff has experience exercising and responding to oil spills working with the state Department of Fish and Wildlife Office of Spill Prevention and Response (OSPR). However, BCDC had never participated in a Golden Guardian exercise.

During this year's drill, one staff person was located at the CalEMA facility in Rancho Cordova, another at the Pacific Gas and Electric Company's EOC in downtown San Francisco. The PG&E center provided a centralized communications facility for local participants and out-of-area players to use during the exercise. In addition to BCDC, groups located at this facility



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included representatives from Solano and Santa Cruz Counties and consultants to MTC. State, federal and regional agencies were located at the CalEMA headquarters. Staff was located with other “emergency function” experts, such as the CSLC, State and Federal EPA, and the Coast Guard.

Commission staff focused on BCDC’s regulatory role in addressing local and regional needs to repair or temporarily replace in-Bay and shoreline facilities. (Attached is an excerpt of the list of scenarios field staff worked through with in-office BCDC staff during the exercise.) One simulated incident involved senior regulatory staff and the Executive Director authorizing repairs for a levee failure as well as temporary access via the Bay to Moffett Field, as the airfield was intact and needed for emergency transport of equipment and supplies.

Access roads were impassable, therefore planners looked to the Bay for transport of supplies and personnel to and from the airfield. To accommodate shallow draft vessels such as barges, state and federal officials proposed to place an earthen ramp from Moffett to the point in the channel that provided the closest access. Commission staff coordinated with the USACE and resource managers to lessen impacts by substituting a pontoon bridge for a solid roadway.

Lessons Learned

- A laptop with WiFi access is invaluable for receipt and transmission of response information updates, accessing Commission documents, preliminary jurisdictional determinations and for locating external contacts. External communications at an emergency command center during the initial days of a response are often unreliable, even for cell phones, which are required when landlines are not available.
- A large-scale disaster requires two staff assigned to the response effort. For some period, both likely would be located at an emergency response center, or one at the center and one in the Commission’s office, to coordinate communications and to respond to questions from staff and Commissioners, including permitting discussions.
- Familiarity with the response structure and with other agency representatives is key to productive participation during an incident.

Next Steps

- BCDC is training a second staff person to act as backup for oil spill and other disaster responses. Sarah Richmond participated in Golden Guardian from the PG&E center, and is completing a 24-hour hazardous materials course that will allow her to visit compromised sites as needed. Following completion of this training, Sarah will take classes on the Incident Command System from FEMA, which is used by agencies at all levels to coordinate emergency response. She also will participate in future exercises as availability and scheduling permit.
- Staff will attend a four-day earthquake emergency management course the last week in June offered by the CalEMA California Specialized Training Institute.
- In a longer-term collaborative effort, staff will begin to investigate the benefits of a BCDC regionwide emergency permit by investigating the general types of activities that may occur during a regional emergency as well as the related CEQA implications (existing regionwide permits are for activities that create de minimus impacts to resources and are therefore categorically exempt under CEQA).

Staff will need to contact county emergency offices and CalEMA to discuss their designated staging and landing areas as well as general response operations they can anticipate, and to coordinate closely with BCDC’s regulatory and legal units to develop appropriate conditions and permit language.

| Source and Subject of Simulated incident (Inject) | Stimuli of Simulated incident (Inject) | Actions required to accomplish task. | Discussion Points | BCDC Actions |
|---|--|--|---|--|
| Sector USCG: Richmond Long Wharf and pipeline damaged; oil spill into Bay | Request temporary mooring for shallow draft vessels - damage inspection, engineering and construction personnel and equipment. Long term anchorage of construction barges for pier/ pipeline repair. | Contact Responsible Party (RP), OSPR for spill and damage updates. Coordinate w/OSPR on spill response, which could require BCDC authorization. Repair actions: for critical needs, BCDC field staff will request BCDC Executive Director verbal authorization. | Floating boom, skimmers, boats generally do not require BCDC permit; however, temporary repairs to pipeline would require BCDC permit. Because no road access, temporary docking facility needed for transport of personnel and equipment. | Emergency permit protocol was followed for temporary work, in that existing and RW permits would be consulted before authorizing new emergency permit. Major repair of RLW and pipeline would require application for long-term project. |
| USCG MTSRU (Maritime Transportation System Recovery Unit): MOTCO rail tracks severely damaged due to liquefaction (Concord) | Immediate repair of landside tracks required to use MOTCO piers for receipt of waterborne emergency shipments. | Contact MOTCO to determine location and extent of damage. Confirm need for immediate action. Transmit information and request to BCDC permits chief. | Estimate amount of fill and number of pilings affected. Landside tracks and ties lay on the ground, requiring fill to build up track bed. | Permits Chief would coordinate with federal contact before COB to determine type of permit required and recommend how piles may be driven to minimize disturbance. |
| Caltrans District 4: Liquefaction along 101, Brisbane, San Mateo Co. | Temporary placement of pontoon bridge or earthen roadway in Brisbane Lagoon. | Request emergency authorization. | Determine if lesser impact to lagoon if temporary roadway placed in Bay east of 101. Consult with Regional Board. | Likely in place for longer-term. May require major permit from Commission. |
| SFDPW: Debris handling | Expand Recology Transfer Station operations to Candlestick Park parking lot and undeveloped south of Yosemite Slough for emergency debris handling. | Consult with State Parks and Recreation at Command Center. | To extent in shoreline band, or temporary vessel mooring facilities proposed, BCDC permit required. | Design permit to specify temporary debris handling use and no other uses. |

| Source and Subject of Simulated incident (Inject) | Stimuli of Simulated incident (Inject) | Identify actions required to accomplish task. | Discussion points | BCDC Actions |
|---|---|--|--|--|
| BART engineering: BART Transbay tube | BART transbay tube closed for inspection. Expect severe displacement due to liquefaction. | Contact Regulatory Chief. | Extent of damage may require material amendment to existing permit, if permit does not contain repair and maintenance conditions sufficient to allow major repair. | BCDC engineer assigned as project lead. |
| NASA Ames: Levee breached outboard of Moffett Field | Moffett only South Bay airfield open for fixed aircraft and transport of emergency equipment, supplies and personnel. | Confirm roadways blocked. Approval requested for levee repair and earthen ramp for transport of emergency supplies from airfield to shallow draft vessels, e.g., barges. | Salt ponds and managed wetlands outboard of levee. Expect less damage and faster installation with pontoon roadway. Try to align to reduce adverse effects to natural resources and to future restoration efforts. | Levee repair authorization likely included if there is an existing BCDC CN. Consistency determination required for fill (pontoon) and for levee reinforcement to support vehicles. |
| WETA: Oakland, SF, Sausalito Ferry terminals | Many terminals compromised. | Ferries needed for emergency transport of injured residents, supplies. Determine optimal locations for emergency service facilities. | Larkspur Ferry operating; Sausalito terminal closed indefinitely. | Stand up BCDC engineering/planning/regulatory team to work with WETA, Golden Gate Ferry, USCG, Cities. Initiate permit discussion for repair of existing facilities. |
| Port Maritime Director: San Francisco Piers | Piers damaged. Need temporary facilities for emergency transport. | Identify piers still available for service. Assess extent of damage to others. | Determine optimal roadway access to serve waterfront locations for barge and larger rescue vessels, e.g., hospital and supply ships. | Stand up planning and regulatory team to work with Port Maritime and Security, MARAD, USCG to design optimal emergency facilities. Permit as needed. |
| Maritime Director: Port of Richmond closed due to oil spill in shipping Channel | Monitor facility damage assessments w/Port officials and individual terminal operators as they develop repair plans. | Work with permits chief to issue appropriate approvals, depending on extent and time frame for repairs, replacement. | Where safety needs require immediate response, issue emergency permits. Approval for longer-term repair not required on emergency basis. | Research existing facility permits for repair and maintenance allowances; amend permits if necessary. If none exists, prepare new at level required. |